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DD/S&T 2387-67

8 June 1967

MEMORANDUM FOR: Executive Director-Comptroller

SUBJECT : Coordination of TSD and ORD R&D Activity

1. Research and development has not been satisfactorily coordinated between TSD and ORD, nor does a workable arrangement exist whereby this could be achieved on a continuing basis.

2. It was generally understood at the time ORD was organized that it would perform research and exploratory development in broad support of Clandestine Services interests, and would be advised and guided in this role by the TSD which would describe future needs and acceptable operational parameters. For a variety of reasons this expectation has not been realized. Some programs in which ORD and TSD are both working have been coordinated from time to time, but these sporadic events have had little lasting effect, and were at best ad hoc compromises rather than true coordination. In addition to these specific events, usually prompted by the Executive Director-Comptroller, a comprehensive plan for Agency-wide coordination of R&D was developed and circulated for comment about 15 months ago.

3. An ad hoc committee of key technical personnel from both our Directorates have recently addressed the TSD/ORD interface problem, and have determined that:

a. Optimum and lasting coordination of the ORD/TSD interface is dependent upon resolution of over-all coordination of Agency R&D in accordance with the attached draft notice.

b. Planning guidance developed jointly by the Deputy Directors describing broad Agency objectives in R&D and allocating resources can significantly enhance the efficiency of the Agency R&D program, and eliminate most of the



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inter-office friction, and frustration of technical personnel which now results because of the "bottoms-up" approach to R&D.

c. Simple language and procedures can be uniformly used by all technical elements which will improve communication between the personnel performing research and exploratory development and those responsible for engineering it: it will also improve communication with non-technical personnel.

d. Some broad, long-term changes in staffing appear desirable so that ORD becomes more heavily populated with research-oriented personnel, and the other technical elements with more engineering-oriented personnel. Extant inter-office "personality problems" have been identified, and resolution is feasible.

e. Research and exploratory development should be clearly identified, but not justified as providing near-term solutions to current problems.

4. We subscribe to Frost's observation that "Good fences make good neighbors," and believe that reasonable fencing of areas of responsibility will reduce duplication and organizational friction; promote cooperation and communication, especially if the fences are built so that a useful degree of insight can be maintained across the fence. We further subscribe to the desirability of identifying Agency R&D objectives so that the various technical components can more intelligently and efficiently develop a coordinated and mutually supporting plan for achieving those objectives.

The ad hoc committee has edited and slightly revised the April 66 draft [REDACTED] "Coordination Responsibility of Research, Development and Engineering" to improve its clarity: we recommend coordination of this attached revised draft Notice with the DD/S and DD/I and prompt official publication. This will provide a satisfactory and flexible fence-building mechanism to improve the over-all Agency coordination and permit development of an environment which can preclude most of the current problems.

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As an interim measure we have concurred in a Statement of Understanding which is consistent with the revised draft Notice: this Statement is attached for information.

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CARL E. DUCKETT  
Deputy Director for  
Science and Technology

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DESMOND FITZGERALD  
Deputy Director for Plans

Attachments:

1. Draft Notice HN 51-7
2. Memorandum of Understanding

Distribution:

Orig. & 1 - Addressee  
1 - DD/S&T 1 - DD/P 25X1A

1 - C/TSD - [REDACTED]

1 - EA/DDP - [REDACTED]

1 - DC/TSD/D&E - [REDACTED]

1 - DD/ORD/DD/S&T - [REDACTED]

1 - C/D&AD/DD/S&T - [REDACTED]

1 - SA/DD/S&T - [REDACTED]

2 - DD/S&T Registry [REDACTED]

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Attachment 1 to  
DDS&T-2387-67

COORDINATION OF RESEARCH, DEVELOPMENT  
AND ENGINEERING (RD&E)

1. OBJECTIVES

a. Research, development, and engineering (RD&E) of new techniques and equipment for collecting, processing, and evaluating intelligence data is vital to CIA, as is the contribution research and engineering can make to communications and the security of intelligence activities. It is essential that RD&E efforts be responsive to the total needs of CIA and that scientific and engineering advances be promptly exploited to maintain and improve technological advantages wherever possible. Although there has been commendable progress in the development of common and effective R&D programs within the Agency, further improvements are desirable to achieve our objectives. In particular, better coordination of RD&E is necessary to increase our efficiency; preclude duplication in contracts and fragmentation of effort, and otherwise improve over-all Agency performance.

b. Communication and understanding are inherently difficult whenever a broad spectrum of technology supports widely diverse operational functions such as those of the Agency, and a particular objective is to facilitate communications between those elements of the Agency conducting research and exploratory development, those concerned with development and engineering work directly supporting operational units, and those responsible for operations. Deliberate and conscious efforts must be fostered on the part of all involved with our RD&E to obtain the desired degree of understanding between those engaged in research, development, engineering, and operations.

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downgrading and  
declassification

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Coordination of Research, Development and Engineering (RD&E)

c. A procedure is necessary by which Agency RD&E needs can be identified and consolidated into a coordinated plan for RD&E. Monitoring of all proposed and active RD&E programs is required so timely information on the over-all status of RD&E work implementing the plan can be maintained. By centrally coordinating planning, and monitoring, while maintaining decentralized execution of projects, Agency talent may be effectively grouped to exploit expertise in research, and at the same time retain engineering support in close contact with operational elements.

2. PROCEDURES

a. The Deputy Director for Science and Technology is responsible as a staff officer to the Director for coordination of Agency RD&E programs and is authorized to appoint a Special Assistant to aid him in this assignment.

b. Proposed RD&E program plans including cost estimates will be prepared by offices engaged in RD&E activities in accordance with the Agency planning schedule. Before inclusion in Directorate plans, the office proposals will be coordinated and consolidated by the DDS&T into a single, complete Agency RD&E plan. He will seek resolution of areas of duplication among the offices and identify RD&E gaps which may not be recognized by the offices. This complex task will require the full cooperation and assistance of all elements of the Agency and necessitate full access by the DDS&T to complete program needs and details.

c. The DDS&T will convene a meeting of the other Deputy Directors, at least annually, to insure the consistency of the proposed RD&E effort with the Agency's goals and objectives. A further objective of this review by the Deputy Directors will be to develop planning guidance for future RD&E. The plan, together with any Directorate comments will be submitted through the Executive Director-Comptroller to the Director for approval.

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Coordination of Research, Development and Engineering (RD&E)

- d. The DDS&T will participate in any reprogramming or replanning which may result from budget actions, shifts in program emphasis, technical breakthroughs, or changes in Agency goals.
- e. In the implementation of the approved RD&E plan by the various offices, the DDS&T will monitor all proposed RD&E procurement and expenditures for the purposes of assuring compatibility with the Agency plan, and to maintain consistent data on the complete RD&E program. If requested by a Deputy Director, any proposed action will be technically reviewed, and all actions requiring the approval of the Director will be technically reviewed. The DDS&T will discuss proposals with the office involved if there are any problems, and recommend appropriate changes or modifications.
- f. The DDS&T will work with the research, development, and engineering organizations to improve the over-all quality of technical effort and promote the use of common administrative procedures and practices among the RD&E elements.

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Memorandum of Understanding

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1. This memorandum of understanding is concerned only with ORD programs performed specifically in support of TSD.
2. Within the Clandestine Services, R&D matters pertaining to [REDACTED] R&D pertaining to radio communications is the responsibility of COMMO, and all other research and development is the responsibility of TSD. These components are generally concerned with the engineering application of technology to provide needed equipment and techniques.
3. The effectiveness and efficiency of technical support to the Clandestine Services may be improved by more integrated planning and execution of the total R&D program in which TSD and ORD both have a part.
4. ORD will conduct research and exploratory development in response to Clandestine Services requirements; TSD will conduct advanced development and engineering development. This boundary may be altered when it is deemed mutually desirable by the Office Chiefs involved.
5. It is the responsibility of TSD to identify and consolidate the technical needs of the components it supports. In accordance with the broad guidance provided by the Clandestine Services, TSD will establish relative priorities and schedules for technical work and define the requirements for the support which they need from ORD.
6. Whenever ORD support to TSD is envisioned, it is essential that such areas of technical effort be jointly planned and executed in a coordinated manner.
7. To accomplish this, it is the mutual responsibility of the TSD and ORD officers involved to assure that the technical requirements are fully understood and include a parametric description of the envisioned TSD end product. In addition, at the time an ORD

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project specifically in support of a CS requirement is to be initiated or significantly altered, TSD should be appropriately notified of such intended action. Similarly, TSD will promptly inform ORD of any significant changes in their needs so that appropriate adjustments in the ORD program can be made. Any major budget actions or other significant perturbations will be mutually reviewed and, if required, reprogramming will be instituted.

8. ORD will provide TSD with significant reports of work which is being conducted on their behalf and, when appropriate, TSD will attend meetings or demonstrations at contractors' facilities as arranged by the ORD Project Officer, and conversely, mutatis mutandis.

9. Because ORD is also conducting R&D on behalf of other Agency customers or of broad general interest, it will be necessary, from time to time, for it to bring to TSD's attention certain accomplishments, "spinoff," etc., of potential interest to the Clandestine Services.

10. In addition to the coordination of the mutual technical effort in terms of the technical fields of interest, a broader overview is desirable and for this purpose, [redacted] seminars will be 25X1A conducted from time to time, but at least annually, which will be directed to the ORD programs and to the TSD needs.

11. ORD/TSD joint programs will be reviewed at least quarterly by senior officers of ORD and TSD to insure effective participation and resolve problems.

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[redacted]  
Chief  
Technical Services Division

ROBERT M. CHAPMAN  
Director of Research and Development

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